

Swansea's Assessment of Local Well-being 2017

Annex 3: About the Assessment

This briefing note sets out the background to Swansea Public Service Board's assessment of local well-being and the approach that has been taken. It notes the requirements of the legislation, the development of our local 'well-being' outcomes and drivers, and outlines our overall process of evidence gathering so far.

Well-being of Future Generations (Wales) Act 2015

The Well-being of Future Generations (Wales) Act 2015 ('the Act') aims to improve the social, economic, environmental and cultural well-being of Wales. It will make national government, local government, local health boards and other specified public bodies in Wales think more about the long-term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach.

To make sure that Welsh government and public bodies are all working towards the same vision, the Act puts in place seven well-being goals.

- A prosperous Wales;
- A resilient Wales;
- A healthier Wales;
- A more equal Wales;
- A Wales of cohesive communities;
- A Wales of vibrant culture and thriving Welsh language; and
- A globally responsible Wales

The Act requires public bodies to do things in pursuit of the economic, social, environmental and cultural well-being of Wales in a way that accords with the sustainable development principle, i.e. acting in a manner which seeks to "ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs". The Act also:

- requires public bodies to report on such action;
- established a Commissioner for Future Generations to advise and assist public bodies in doing things in accordance with this Act;
- established public services boards in local authority areas;
- makes provision requiring those boards to plan and take action in pursuit of economic, social, environmental and cultural well-being in their area; and for connected purposes.

Requirement for an Assessment of Local Well-being

The Act¹ specifies that each Public Services Board must prepare and publish a local well-being plan setting out its local objectives and the steps it proposes to take to meet them. The plan must be published no later than one year after the date of the local government elections.

¹ The Well-being of Future Generations (Wales) Act 2015 - www.legislation.gov.uk/anaw/2015/2/contents/enacted

Before that however, each board must “prepare and publish an assessment of the state of economic, social, environmental and cultural well-being in its area”, no later than one year before the date on which a local well-being plan is to be published.

Section 37 (3) of the Act provides further clarification around what is required in the assessment, in that it must –

- (a) set out which community areas comprise the area of the board;
- (b) include an analysis of the state of well-being in each community area and in the area as a whole;
- (c) include an analysis of the state of well-being of the people in the area;
- (d) include any further analysis that the board carries out by reference to criteria set and applied by it for the purpose of assessing economic, social, environmental and cultural well-being in the area or in any community situated in the area;
- (e) include predictions of likely future trends in the economic, social, environmental and cultural well-being of the area;
- (f) include any other related analytical data and information that the board considers appropriate.

Subsequent sections of Chapter 2 of the Act outline:

- additional points of reference for the assessment, e.g. national indicators, a future trends report;
- the requirement to identify and assess community areas;
- suggested categories of persons that the analysis may consider;
- requirements for consultation on the draft assessment; and
- a set of other local and national assessments and reviews to be considered.

This assessment aims to provide an accurate analysis of the state of well-being in Swansea as a whole and in each community, and the findings and analysis will have an impact in choosing the objectives to be set out in the local well-being plan. The board must explain in their local well-being plan how their local objectives and any steps they propose to take have been set with regard to any matters mentioned in the assessment.

What is well-being?

The concept of ‘well-being’ is undeniably complex, and there are many descriptions and possible interpretations of the term. People will have different views of what well-being means to them personally and for their communities.

However, for the purposes of the Act and its accompanying guidance, Welsh Government most clearly defines well-being within the following extracts from “Shared Purpose; Shared Future (SPSF) 1 Core Guidance, section 2 – the fundamentals”:

17. Sustainable development is about acknowledging that there are many things that determine a person’s quality of life (their well-being), and that these all can broadly be categorised as environmental, economic, social and cultural factors. These are captured in the well-being goals. This means that improving the quality of our environment, our economy and society and culture can improve the well-being of individuals and that of Wales as a whole.

20. It is important to recognise the difference between the well-being of Wales, and the well-being of individuals. Sustainable development connects the environment in which we live, the economy in which we work, the society in which we enjoy and the cultures that we share, to people and their quality of life.

On this basis well-being could be defined (in short) as the environmental, economic, social and cultural factors which determine a person's quality of life. However, whilst this is useful as a form of working definition, the relationship between well-being and quality of life – whilst it is correlated – isn't direct or straightforward.

A definition of well-being was developed by Rachel Dodge et al in 2012². In this, well-being is seen as the balance point between an individual's resources and the challenges that they face in their everyday life – illustrated as a see-saw. For example, when people have more challenges than resources, the see-saw dips along with their well-being; whilst a lack of challenge for an individual would equally cause a dip in well-being.

Well-being is sometimes defined or explained by public authorities on the basis of how it is measured; at a national level for example, the Office for National Statistics (ONS) assesses UK progress against a set of 43 national well-being indicators³, which include aspects of health, natural environment, personal finances and crime. On this basis, change over time is assessed to establish whether national well-being is improving or deteriorating.

The Welsh Government has also developed a set of 46 national indicators around well-being in Wales, as required by section 10(1) of the Act, covering the economic, social, environmental and cultural aspects of well-being, for the purpose of measuring progress towards the achievement of the national well-being goals⁴.

Welsh Government guidance for Public Service Boards around preparing the assessments of local well-being has been made available on a statutory⁵ and non-statutory⁶ basis.

Swansea Public Services Board recognise the concept of well-being as defined in the Act and guidance; however our local 'population outcomes' – developed through an extensive process of research and consultation – represent our local perspective of what well-being means in Swansea. This is further explored in later sections of this Annex.

Background to Swansea's approach

From 2013, the annual strategic needs assessment provided the evidence base for Swansea's Single Integrated Plan – the One Swansea Plan – under the previous Welsh Government framework (*'Shared Purpose, Shared Delivery'*).

These assessments were produced by Swansea Local Service Board (LSB), a partnership that included Swansea's public service providers and representatives of the voluntary and business sectors, and the predecessor body to the Public Services Board. The needs assessments provided analysis against six population outcomes, identified and agreed by Swansea LSB as the basis for the One Swansea Plan.

² The challenge of defining wellbeing - Rachel Dodge, Annette P. Daly, Jan Huyton, Lalage D. Sanders, 2012.

³ Measuring National Well-being: Domains and Measures (Office for National Statistics):
www.ons.gov.uk/peoplepopulationandcommunity/wellbeing/datasets/measuringnationalwellbeingdomainsandmeasures

⁴ Well-being of Future Generations National indicators (Welsh Government):
<http://gov.wales/topics/people-and-communities/people/future-generations-act/national-indicators/?lang=en>

⁵ Shared Purpose: Shared Future Chapter 2: Collective role (public services boards) – statutory guidance for well-being assessments:
<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

⁶ 'Non-statutory' Guidance from Welsh Government on the use of evidence and analysis:
<http://gov.wales/topics/improving-services/public-services-boards/?lang=en>

Each outcome drew on the findings of '*Fair Society Healthy Lives*' (The Marmot Review) – an independent review to propose the most effective evidence-based strategies for reducing health inequalities in England. The policy objectives proposed by this review were used to help shape these population outcomes.

However, the 2015 Act and its accompanying guidance has created a new framework for public bodies in Wales to improve the well-being of their areas; by assessing the state of economic, social, environmental and cultural well-being, and later by setting local objectives, and taking steps to meet those objectives. The core purpose of the assessment is to provide the evidence base for Swansea's Well-being Plan, which will be developed in the year following the assessment's publication.

Swansea Public Services Board (PSB) and the Research Group

Swansea Public Services Board is a partnership of public service agencies who work together to improve local services. It supersedes the former Local Service Board (LSB), and includes the main local service providers, for example, the City and County of Swansea, Abertawe Bro Morgannwg University Health Board, Natural Resources Wales, Mid and West Wales Fire & Rescue, South Wales Police and the local universities.

The Public Services Board (PSB) in Swansea currently has three standing sub groups; one of which is the Research Group. This group's current primary role is to contribute to the development of the assessment of local well-being by undertaking research. It includes researchers and analysts from the different organisations involved in the Board.

Work on the assessment of local well-being has been taken forward by members of the PSB Research Group and other colleagues within PSB member organisations. Whilst sub groups are not able to directly publish the assessment, the PSB devolved the Research Group to take the lead in compiling and analysing the range of evidence that was included in the assessment.

Driver diagrams

Driver diagrams for Swansea's population outcomes were initially developed for local use as part of the One Swansea Plan 2015, and provided the structure for evidence and indicators used in the following annual strategic needs assessment.

A driver diagram is a tool that helps translate a high level improvement goal (or 'outcome' in this case) into a logical set of underpinning goals ('drivers') and projects. It aims to capture an entire change programme in a single diagram and provide a measurement framework for monitoring progress.

The driver diagrams are intended to show the factors that most contribute to the outcomes, what partners need to focus on, and to illustrate how these issues (including the services and projects associated with them) link together. Driver diagrams can be seen as structured logic charts that describe the link between a goal and the project activities that will be undertaken to deliver it. Simple driver diagrams will typically have three (or more) levels including:

- A goal or vision – in this case the population outcome we want to see
- 'Primary drivers' – that describe what needs to be in place for the outcome to happen (high-level factors that need to be influenced to achieve the goal)

- ‘Secondary drivers’ – that describe the most important things that need to be done to achieve the primary drivers (specific projects and activities).

Review of outcomes and primary drivers

The LSB previously agreed that this assessment should be structured around our outcomes and primary drivers. A review undertaken in March-April 2016 sought to ensure that the PSB’s initial work, including the assessment, was consistent with the four strands of well-being (economic, social, cultural and environmental) and the seven national well-being goals in the Act, and to get member organisation views on whether any other changes should be made. The comments received were included in a report proposing a final set of outcomes and primary drivers to take forward; which was approved by the LSB and PSB in April/May 2016.

This review resulted in limited changes; to the overall heading of outcome F – now ‘People Have Good Places to Live, Work and Visit’. A new primary driver was also proposed as F4 – ‘People participate in cultural and community activities according to their needs’ – in part to more fully reflect the national goal “A Wales of vibrant culture and thriving Welsh language”.

Identifying ‘Community Areas’

The Act states that the assessment must “set out which community areas comprise the area of the board”. These areas should be large enough to show differences and have a sense of identity but be larger than electoral wards. In line with the availability of published statistics, ‘multiple LSOAs’ (Lower Super Output Areas) are suggested in the guidance.

In April 2016, Swansea LSB representatives discussed a number of options, their advantages and disadvantages, and came to the view that the Primary and Community Network (PCN) Areas represented a basis for the most suitable overall approach for Swansea. The PCN areas are part of an all-Wales network of GP cluster areas, have a range of health/clinical data (including at GP practice level) available on this basis, and are increasingly used across the health and social care sectors in particular.

However, as some of these areas are quite large, both in terms of population and area, it was agreed that the potential split of the larger of them be further investigated. Subsequently, the ‘Bay’ area was split into ‘Bay East’ and ‘Bay West’ community areas (which increases the number of areas in Swansea to six). A listing and map of these areas by LSOA is included in Annex 2.

The Act also states that an assessment must “...include an analysis of the state of well-being in each community area”. The evidence compiled around each outcome and driver in the assessment seeks to bring out this evidence, as far as it is available.

Evidence gathering

To begin the detailed evidence gathering required to compile the assessment, the PSB Research Group facilitated the coming together of groups of analysts and subject matter experts from PSB member organisations; their overall role being to collate and analyse relevant evidence around each of our six agreed well-being outcomes and associated drivers, based on the requirements and principles of the Act and its guidance. In some cases, existing

partnership forums were used, for example Swansea Economic Regeneration Partnership (SERP) and Swansea Environmental Forum (SEF).

To assist both those individually contributing content to the assessment (potentially from a variety of sources) and those bringing together the final document, two templates were created for use by those working on the assessment – with the aim of providing a common format and a coherent structure for analysis across diverse subject areas.

EVIDENCE (A) TEMPLATE: a template for evidence gathering providing a method to summarise and standardise individual sources of evidence, set out their main features and scope (in terms of Act requirements), and provide the necessary summary analysis.

DRIVER (B) TEMPLATE: for bringing together the different sources of evidence compiled for each driver. This template forms the basis of content within the current assessment document. Only the driver (B) template content is included in the main document. In summary the following aspects are included:

- Evidence (a listing of sources included);
- Suggested well-being score (0-10);
- Swansea's strengths (including local assets and services that support the driver);
- Changes over time (trend information);
- Comparisons with other places;
- Differences within Swansea (e.g. by community area, people group);
- Perceptions and perspectives (e.g. survey evidence, research reports);
- Future prospects (i.e. if current trends continue);
- What improvement would look like; and
- About the evidence (including strengths and limitations of sources, data gaps).

Next steps

This local Assessment of Well-being for Swansea was considered and agreed by the Public Services Board at its meeting on 12 April 2017.

However, while the assessment for 2017 is now complete, further work still needs to be done. There were a number of issues raised in the consultation that could not be addressed at this stage. Some gaps in the evidence have also been identified and these will need to be considered either locally or nationally.

Indeed, recent advice from Welsh Government and the Future Generations Commissioner has suggested that the assessments should be seen more as an evolving document rather than static; and be capable of amendment and expansion as and when evidence gaps are addressed or relevant new information comes to light. For these reasons, the Public Services Board and the Research Group will continue to work on developing the assessment in the year ahead.